International Labour Conference

TWENTY-FIFTH SESSION
GENEVA, 1939

echnical and Vocational Education

and

Apprenticeship

First Item on the Agenda

GENEVA
International Labour Office
1938

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I

Introduction

At its eighteenth sitting on 22 June 1938, the Twenty-fourth Session of the International Labour Conference decided on a record vote by 110 votes to 0 to place the question of *Technical and Vocational Education and Apprenticeship* on the Agenda of its next (Twenty-fifth—1939) Session for the second discussion.

This decision followed upon the adoption of the report and draft conclusions submitted to the Conference by the Committtee to which had been referred the preliminary report (Grey Report) drawn up by the International Labour Office for the first discussion of this question by the Conference. Parts I, II, III and V of the draft conclusions were adopted unanimously. Part IV (dealing with apprenticeship) was the object of a record vote and was adopted by 105 votes to 29. The draft conclusions as a whole were then adopted without opposition

On the basis of the conclusions adopted by the Twenty-fourth Session of the Conference, the Office, in accordance with Article 6 (6) of the Standing Orders of the Conference, has drawn up the Questionnaire which is to serve for the consideration of international regulations in the form of a Recommendation at the second discussion to take place at the Twenty-fifth Session in 1939. This Questionnaire is submitted to Governments in Section III of this booklet for their consideration and replies.

As a help to Governments in framing their replies, Section II of this booklet reproduces the report and draft conclusions of the competent Commi [illegible]
a brief account of [illegible]
which took place [illegible]

On the basis of [illegible]
the Office will, in accordance with Article 6 (7) of the Standing Orders of the Conference, draw up a final report (Blue Report) for submission to the Twenty-fifth Session of the Conference for final discussion and decision

Geneva, July 1938.

II

Discussion at the Twenty-fourth Session of the Conference

A. — REPORT OF THE COMMITTEE ON TECHNICAL EDUCATION

The question of technical and vocational education and apprenticeship was placed on the agenda of the Conference for a first discussion.

The International Labour Office had prepared a grey report intended to serve as the basis of the discussions, including in its conclusion a draft list of points in view of a consultation of Governments in case the Conference should decide to place this question on the agenda of its next session for a final discussion.

The Conference set up a Committee for considering this question and referred to it the report prepared by the Office. This Committee consisted of 60 members: 30 Government members, 15 Employers' members and 15 Workers' members. As the number of

Government

or Workers'

by which eac

each Government member had one vote.

Moreover, in accordance with Article 18 of the Constitution of

[illegible]

requested Mr. Luc, French Government member, to represent the International Bureau of Technical Education.

The Officers appointed by the Committee were as follows:

Chairman: Mr. E. Mahaim, Belgian Government delegate.

Vice-Chairmen: Mr. Kuntschen, Swiss Employers' adviser and Mr. Findlay, British Workers' adviser.

Reporter: Mr. Pierre Pouillot, French Government adviser.

Representative of the Secretary-General: Mr. Waelbroeck, assisted by Miss Schmidt.

Secretaries: Mr. Desplanque, Miss Martin.

The Committee held nine sittings.

[illegible] t prepared by the [illegible] which the follow- [illegible] yer, Mr. Findlay, Mr. Savage, Mr. Kuntschen, Mr. Luc, Mr. Carbonell-Debali, Mr. Moston, Mr. Shri Ram and Mr. Ikramullah.

The discussion showed that employers and workers, as well as Governments, were greatly interested at the present time in the question of vocational education. Several speakers emphasised, in particular, the necessity for co-operation between the various bodies interested in vocational education for the purpose of co-ordinating their diverse efforts and of formulating a policy which would be in accordance with the interests of the worker as well as the requirements of undertakings and of the national economy. Another point to which some of the speakers called special attention was the desirability of avoiding premature specialisation in the case of young workers, and of scope for greater adaptation on the part of skilled workers who belonged to particular industries or were engaged in technical processes which were constantly changing. F [illegible] tion was poi [illegible] admitted int [illegible] training with facilities for vocational education.

On behalf of the employers, it was requested that the realities of the situation should not be lost sight of and that the risk of undermining the results of private initiative by a too strict supervision on the part of the State should be avoided.

Some of the speakers especially dwelt on the importance of apprenticeship which, according to them, was the principal problem that the Conference was called upon to consider in this connection. They regretted that the Office had given it a comparatively secondary place in its conclusions. It was, however, pointed out that apprenticeship should not be regarded as being in opposition to other methods of vocational training. Apprenticeship was doubtless at the root of the whole matter but it had to be considered as part of the general question of technical education, the whole object of which was to prepare for apprenticeship, to increase its effectiveness and to complete it or to provide a substitute for it.

Some of the speakers also called attention to the importance of [illegible] of rendering subsequent vocational [illegible] that the problem was not included [illegible] n the agenda. The desire was expressed that the Committee should adopt a draft resolution inviting the Governing Body to consider the placing of the problem of vocational guidance on the agenda of an early session of the Conference.

The British Government member enquired if the Office, in drafting its conclusions, had given adequate consideration [illegible]

conditions in each branch of industrial activity. It seemed to him that the Governments could usefully reply on a number of the points proposed only if the particular needs of the various branches of industry and of the various trades were taken into account. He was also of the opinion that some of the terms employed had to be precisely defined, and particularly the term apprenticeship. He reserved his right to put forward definite proposals on this subject.

The speaker also suggested that the question of the retraining of the unemployed had to be distinguished from that of vocational training in general and that it might even be separately treated at another session of the Conference, considering that vocational training was in itself a very wide and complicated problem.

Finally, the Indian Government member drew attention to the fact that the proposals contained in the grey report were based on conditions obtaining in European countries and could not be applied in India without considerable modifications.

B. *Discussion on the List of Points*

After having concluded the general discussion, the Committee proceeded to consider in detail the points proposed in the draft consultation of Governments prepared by the Office.

I. Form of the International Regulations

Point 1

The grey report gave the reasons for which it did not seem opportune to consider the adoption of a Draft Convention The first point of the list drawn up for the consultation of Governments therefore reads as follows.

1 Adoption of one or more Recommendations

This Point was adopted unanimously without discussion.

II. General Organisation

Point 2

The second Point proposed by the Office was as follows·

2 (1) Necessity of co-ordinating and developing the various official and private institutions which in each country participate in the work of vocational training, on the basis of a general programme taking into account.

(a) the occupational, cultural and moral interests of workers, the labour

(2) Creation for this purpose of a central advisory body.

(3) Composition of this body

(a) representatives of the authorities concerned with matters of vocational guidance and training, general education, placing, economic policy, and the protection of the workers' interests,

(b) representatives of the various interested parties and in particular of the occupational organisations of employers and workers

Mr Luc enquired whether the co-ordination referred to in the point under consideration would not involve a duplication of the functions already performed by the International Bureau of Technical Education. The representative of the Secretary-General explained that Point 2 referred only to the consultation of Governments on the desirability of co-ordination so far as national activities were concerned Consequently, there was no need for apprehension that the activities of the International Bureau of Technical Education in the international sphere would be affected.

The Committee then proceeded to consider the various amendments proposed to Point 2

Consequent upon the adoption without opposition of an amendment proposed by the Workers' members, the text of clause (1) of Point 2 was amended as follows:

Necessity of co-ordinating and developing the various official and private institutions which in each country are affected by the work of vocational training

This clause was adopted without opposition in this form.

The Committee then adopted without discussion Point 2 (1) (a).

On Point 2 (1) (b) the Committee adopted without opposition an amendment proposed by the Workers' members to insert after the word " education " the following words· " vocational selection and guidance ".

In reply to questions as to whether the text proposed by the Office had not thus been rendered wider in scope, the representative of the Secretary-General explained the reasons why no reference was made to the question of vocational guidance in the draft. He further remarked that, if the Committee decided to transmit to the Conference a draft resolution for the placing of the problem of vocational guidance on the agenda of another session it was for the Governing Body, to which the draft resolution would be communicated, to consider the matter. This it would probably do at its session this autumn, and the resolution would doubtless be taken into consideration at the time of settling the agenda of the next sessions of the Conference.

An amendment submitted by the Employers' members was then considered by the Committee. This amendment proposed the addition, at the end of Point 2 (2), of the following words: " of a public or private character ".

The authors of this amendment thought that if it was adopted the Governments would express their opinion more freely as to whether public or private bodies were preferred. As against the

conditions in each branch of industrial activity. It seemed to him that the Governments could usefully reply on a number of the points proposed only if the particular needs of the various branches of industry and of the various trades were taken into account. He was also of the opinion that some of the terms employed had to be precisely defined, and particularly the term apprenticeship He reserved his right to put forward definite proposals on this subject

The speaker also suggested that the question of the retraining of the unemployed had to be distinguished from that of vocational training in general and that it might even be separately treated at another session of the Conference, considering that vocational training was in itself a very wide and complicated problem.

Finally, the Indian Government member drew attention to the fact that the proposals contained in the grey report were based on conditions obtaining in European countries and could not be applied in India without considerable modifications.

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II. General Organisation

Point 2

The second Point proposed by the Office was as follows:

2 (1) Necessity of co-ordinating and developing the various official and private institutions which in each country participate in the work of vocational training, on the basis of a general programme taking into account

(a) the occupational, cultural and moral interests of workers, the [illegible]

(b)

(3) Nature of the preparation (kinds of practical work and importance assigned to it; avoidance of any vocational specialisation, or, on the contrary, association with the principal occupations and industries in the locality or region)

On Point 3 (1) the Employers' members submitted an amendment to delete the words "general pre-apprenticeship" and to draft the point as follows:

[illegible]

The proposers of the amendment pointed out that the expression "general pre-apprenticeship" was not sufficiently clear and that the Office text did not mention the value of developing a taste for manual work in children. Against the amendment it was argued that the Office text gave Governments greater latitude in replying Finally, a compromise was proposed under which the words "general pre-apprenticeship" were to be deleted and the Employers' amendment combined with the Office draft as follows:

Desirability of providing for all children on reaching a certain age an initiation into occupational life within the framework of the compulsory education system, by developing among such children the idea of and the taste for manual work in general so as ultimately to facilitate their occupational orientation

This text was adopt [illegible]
Point 3 (2) was alsc [illegible]
On Point 3 (3) the [illegible] bmitted by the Employers' members.

Character and type of education (nature and importance of manual initiation taking into account the nature of the principal occupations and industries in the district without any vocational specialisation).

The object of the amendment was to remove the alternative which the Office text seemed to leave open.

Having regard to the remarks made by several members of the Committee, particularly certain Workers' members, who, though in agreement with the idea behind the amendment, did not approve all its terms, the representative of the Secretary-General proposed that the words "manual initiation" should be replaced by "practical work". The text, as amended, was unanimously adopted.

The Swiss Government member pointed out in connection with Point 3 that children should not enter occupational life too early, since employment presupposed not only some degree of intellectual maturity but also a certain level of general education; the elementary school could be expected to prepare children for practical life but not to initiate them into occupational life.

Point 3 thus amended was adopted without opposition.

Point 4

This point ran as follows in the Office text:

4 (1) Desirability of providing special preparation for children intending to become apprentices or to enter a vocational school (specialised pre-apprenticeship)

(2) Age of commencement and duration (total or partial inclusion of the period of such training in the period of compulsory school attendance:

(i) if the school leaving age is 14 years;

(ii) if the school leaving age is higher than 14 years).

(3) Character of the preparation (relation between theoretical courses and practical work, degree of specialisation)

(4) Relation between the period of preparation in question and the period of subsequent vocational training

An amendment submitted by the Employers' members to delete the words " specialised pre-apprenticeship " at the end of 4 (1) was adopted without opposition.

Point 4 (1) as amended was then adopted without opposition.

On Point 4 (2) the Employers' members had submitted an amendment to delete the words in brackets, i. e.

total or partial inclusion of the period of such training in the period of compulsory school attendance

(i) if the school leaving age is 14 years,

(ii) if the school leaving age is higher than 14 years

The object of this amendment, its authors stated, was to render the Office text more flexible. Several members spoke against it.

After the representative of the Secretary-General had explained that the object of the Office text was simply to obtain the views of Governments on the possibility of including all or part of the pre-apprenticeship in the compulsory school period according as this period ended at 14 years of age or extended beyond 14, the Employers' members withdrew their amendment and Point 4 (2) was adopted without opposition in the form proposed by the Office, as was *Point 4 (3)*.

An Employers' amendment proposed to delete Point 4 (4). The representative of the Secretary-General explained that the object of this point was to obtain the views of Governments on the advisability of reducing the period of vocational training, and particularly t[illegible] to the d[illegible] ionately this expl[illegible] After [illegible] ment, and Point 4 (4) [illegible] amend- for the word " period " [illegible] ation"

The whole of Point [illegible] sition. [illegible] oppo-

Point 5

On this point the Office had proposed the following text:

5. (1) Desirability of full-time vocational education for young workers before they enter employment (giving indications of the cases in which this system is considered appropriate), or

(2) Desirability of part-time vocational education for workers who are already in employment (giving indications of the cases in which this system is considered appropriate)

This text was adopted without opposition.

Point 6

The Committee then began to discuss point 6 of the Office text, which ran as follows:

6 (1) Where vocational training is given before entering employment:

(i) performance of practical work under conditions as similar as possible to those of an actual undertaking and under the supervision of persons with practical experience of the trade (workshop schools);

(ii) regular "refresher" periods of work in undertakings for the teachers responsible for giving practical training in the schools;

(iii) combination of periods of practical work in an undertaking with periods of training in the school

(2) Where vocational training is given during employment:

(i) means of ensuring the necessary co-ordination by collaboration between workshop and school,

(ii) provision, when the size of the undertaking allows, of separate workshops specially adapted for the purpose of giving training.

Point 6 (1) (i) was adopted without opposition.

On Point 6 (1) (ii) the Employers' members had submitted an amendment to draft this paragraph as follows:

Establishment of contacts between the undertakings and the teachers responsible for giving practical training in the schools with a view, for example, to the completion of regular "refresher" periods of work.

The object of the amendment, its authors stated, was to prevent the inference which might otherwise be drawn from the text that [illegible]

staff. The text proposed by the Employers' members was nevertheless adopted without opposition, a decision as to its place in the list being adjourned until Chapter V had been examined.

Point 6 (1) (iii) was adopted without opposition as proposed by the Office.

The Committee had also before it an amendment submitted by the Workers' members to add to Point 6 (1) an additional paragraph (iv), as follows:

Form of economic assistance for young workers attending the courses of training

The object of this amendment was to call attention to young workers in straitened circumstances who desire to engage in vocational training but cannot do so without financial assistance. The opponents of the proposal stated that, while raising a question of great social importance, the amendment was asking too much and might involve Governments in expenditure which could not be foreseen and might be disproportionately great. Other speakers pointed out that the cost of this material assistance might not necessarily be borne by the State.

The amendment was finally adopted by 37 votes to 23.

Point 6 (2) (i) was adopted without opposition as proposed by the Office.

On Point 6 (2) (ii) the Committee had before it an amendment submitted by the United States Employers' member to draft this paragraph as follows:

Provision, in undertakings which find it feasible, of separate workshops specially adapted for the purpose of giving training

This was adopted without opposition.

The whole of Point 6, as amended, was adopted without opposition.

Point 7

The Office had proposed the following text:

7 Necessity of a network of vocational and technical schools, adjusted as regards number, location, and curricula to the economic requirements of each region or locality and affording the workers adequate opportunities for developing their technical knowledge

This was adopted without opposition.

The Danish, Norwegian, and Swedish Government members had moreover submitted an amendment to add the following two paragraphs to Point 7:

(a) Necessity of admission without fees to vocational and technical schools, and of scholarships, to make it possible for young people who could [illegible]

(b) [illegible]

Speak[illegible]

ment [illegible]

settled [illegible]

be inter[illegible] to learn of the experience which might have been obtained in this field by other Governments

The Employers' members stated that they were prepared to accept paragraph (*a*) of the amendment, but were opposed to paragraph (*b*), which implied intervention in Governmental budgetary policy.

Paragraph (*a*) was finally adopted by 66 votes to nil.

Paragraph (*b*) was adopted by 35 votes to 24

The whole of Point 7, as amended, was adopted without opposition.

Point 8

Point 8 was drafted as follows in the Office text:

8 Organisation of courses in several grades adjusted, *for each branch of economic activity*, to the requirements for training: (*a*) *journeymen and similar grades*, (*b*) staff in *intermediate* grades, (*c*) *managerial staff*

This was adopted without opposition.

An amendment submitted by the Workers' members proposed to add the following paragraph to Point 8:

Desirability, in the interests of industry itself, that facilities to qualify for the higher posts be granted to those who enter industry at an early school-leaving age.

The object of the amendment was to obtain the views of Governments on the best means of facilitating the access of young workers to the higher posts.

The representative of the Secretary-General expressed the opinion that the proposed text would be more in place in Point 12. This suggestion was accepted by the authors of the amendment, the examination of which was therefore adjourned.

Point 9

The Office had proposed the following text:

9. *Measures for facilitating transfer from one school or grade to another, including access to higher technical education at a university or equivalent institution*

(*a*) co-ordination of the curricula of vocational and technical schools of each grade with the corresponding classes in the system of general education,

(*b*) co-ordination of the vocational and technical schools of each grade with the various branches of economic activity.

The Committee had before it on this point an amendment submitted by the Workers' members to replace the Office text by the following, which the movers regarded as expressing the same idea in a simpler manner:

Desirability, in the interests of young workers, that facilities be given for transfer from one school or grade to another, including access to higher technical education of a university or equivalent standard

This was unanimously adopted.

The Danish, Norwegian, and Swedish Government members then proposed to add the following paragraph to Point 9:

[illegible] that the whole [illegible]

The proposers of this amendment pointed out that it was based above all on experience obtained in the Scandinavian countries. Several Employers' members wondered whether it was advisable to provide for action to reduce the period of study at a time like the present when there was a general desire to extend this period. Although objections of this sort had occurred also to the Workers' members, they determined to support the amendment.

The French Employers' member nevertheless proposed to substitute "possibility" for "desirability", a modification which the authors of the amendment accepted. Reservations of various sorts having been made, particularly by the British Employers' and United States Workers' members, the amendment was finally *rejected by 28 votes to 27.*

Point 10

The Office had proposed the following draft:

10 Measures for protecting the future vocational aptitude of the workers, in particular

(a) *development of theoretical* knowledge,

(b) desirability of avoiding excessive or premature specialisation.

The opening words and paragraph (*a*) of this point were adopted without opposition.

On paragraph (*b*), the Committee had before it an amendment submitted by the Workers' members to delete "desirability" and *substitute "necessity"*. This was adopted, and the paragraph, thus amended, as well as the whole of Point 10, were adopted without opposition.

Point 11

The Office had proposed the following text:

11 Inclusion of subjects of general educational value in all *curricula for* vocational and technical education of all grades.

On this point the Workers' members had submitted an amendment suggesting the addition of a new paragraph, as follows:

Teaching of social policy and labour law as a special subject in secondary and technical schools

In the course of discussion on this amendment, several Employers' members and the United States Government member while expressing their interest in or sympathy for the proposed addition, said that they doubted its advisability; it was feared that the amend-

ment would weaken instead of strengthen the original text, for in making a special mention of the two specified subjects the Committee ran the risk of seeing curricula confined to these alone. The Mexican Government member, on the other hand, supported the amendment, for if no express mention was made of these subjects there was a risk that they would be neglected. The Swiss Workers' member added in support of the amendment that it was of great value for workers to have some knowledge of labour law so that they could defend their own interests. After a further exchange of views it was proposed to add the words " and social " after " educational " in the Office text, on which conditions the Workers' members declared themselves ready to withdraw their amendment

The text thus drafted was adopted by 51 votes to 16.

Point 12

The Committee then proceeded to discuss Point 12 in the Office list, which was drafted as follows:

12 Organisation of supplementary education

(a) necessity for institutions sufficiently near to the undertakings to be accessible to workers in employment,

(b) inclusion in the normal working hours of the time spent in attending courses, at least in all cases where attendance is compulsory,

(c) adjustment of curricula to the special requirements

(i) of apprentices,

(ii) of other young workers,

(iii) of adult workers who wish to acquire a definite technical qualification or to extend or improve their technical knowledge.

Paragraph 12 (*a*) was adopted without opposition.

As regards paragraph 12 (*b*), the Committee had before it an amendment from the Employers' members, who stated that they wished to make the Office text clearer by adding the following words at the beginning: " When conditions of production allow ".

After an exchange of views, however, the Employers' members consented to withdraw their amendments if the words " desirability of " were added at the beginning of the Office text.

On this same paragraph 12 (*b*), there was also an amendment submitted by the Workers' members to delete the words " at least in all cases where attendance is compulsory ".

Certain Employers' and Government members stated that exceptions to the principle of compulsorily including the time spent on attending courses in the normal working hours would be necessary in view of certain practical difficulties and also in view of the reduction of hours of work in certain countries.

Having been called upon to explain the meaning of the Office draft, the representative of the Secretary-General stated that the Office had thought that in their replies the Governments would make a distinction between the cases in which the inclusion of the

classes in working hours is compulsory and those in which it is merely voluntary. He expressed the view that, the word " desirability " having been added at the beginning of the draft, Point 12 (*b*) should now run as follows:

> Desirability of including the time spent in attending courses in normal working hours, necessity of such inclusion in all cases in which attendance is compulsory.

After an examination of different proposals and counter-proposals, this text was adopted without opposition.

Point 12 (*c*) (i) was adopted without opposition.

On Point 12 (*c*) (ii) the Workers' members had proposed an amendment which reproduced in a different form that already submitted in connection with Point 8, examination of which had been adjourned until Point 12 was reached.

The object of the amendment was to replace the Office text of 12 (*c*) (ii) by the following:

> (ii) of young workers who enter industry at an early age, to enable them, in the interests of industry itself, to obtain better posts later.

This was adopted without opposition, as was Point 12 (*c*) (iii), and the whole of point 12 as amended.

Point 13

This point, which dealt with various questions relating to the vocational training of women workers, ran as follows:

> 13. (1) Desirability of establishing a sufficient number of vocational schools for the occupations which mainly employ women and girls.
>
> (2) In all of [illegible] workers of both sexes to all vocation [illegible] that women and girls are not require [illegible] prohibited by law from performing on [illegible]
>
> (3) Equal rights for persons of both sexes to obtain the same certificates and diplomas on completion of the same studies
>
> (4) Inclusion of domestic economy subjects in the vocational education curricula for women and girls.

As regards 13 (1) the Committee had before it two identical amendments, proposed by the Danish Government member and by the Workers' members respectively; these suggested the addition of the words: " including schools for domestic science " between the words " schools " and " for " in the Office text.

The Danish Government member had proposed another amendment, this also being similar to one submitted by the Workers' members, to delete Point 13 (4).

The Danish Government member stated that the object of both amendments was to raise the importance of and the value attached to domestic science, which should be treated on the same footing as other branches of vocational education and not as an accessory to programmes of this branch of education.

After a long exchange of views, the Danish Government member's amendment to Point 13 (1) was adopted without opposition. This paragraph, as thus amended, was also carried without opposition, as were 13 (2) and 13 (3).

As regards 13 (4), the French Government member declared himself opposed to the total deletion suggested, as such a deletion might give the false impression that no domestic instruction should be given in vocational schools proper

After a discussion on this subject, it was suggested that the paragraph in question should not be entirely deleted, but that the words " for women and girls " should be eliminated from it and the word " *science* " *substituted for the word* " *economy* ". The text, thus amended, could be transferred from Point 13 which dealt with questions relating to women workers, and put under Point 11, which relates to curricula of vocational education in general and not only to questions of women's training for employment This proposal was put to the vote, and adopted by 40 votes to 18

Point 14

The Office had drafted this point as follows·

14 Desirability of collaboration between the competent administrative departments and vocational and technical education institutions, public employment exchanges, and the organisations concerned, in particular the occupational organisations of employers and workers, through local or regional committees, for the purpose of

(a) promoting and co-ordinating official and private action in regard to vocational training in the locality or region,

(b) supervising the curricula and ensuring that they are adjusted to changes in practical requirements,

(c) supervising the conditions of work in vocational schools of young persons whose age is under the statutory minimum age for admission to employment and ensuring that the work done by them is suitably restricted, *is essentially of an educative character, and is not intended for commercial profit*

The introductory paragraph of this point was adopted without opposition.

As regards 14 (*a*), on the other hand, the Committee had before it an amendment proposed by the Workers' members, to insert the words " selection and guidance " after the word " training ". This amendment was unanimously adopted, as was the Office text for paragraph (*b*)

With regard to paragraph (*c*), the United States Workers' member had proposed an amendment to delete the words " whose age is under the statutory minimum age for admission to employment "

The Swiss Employers' member pointed out that the supervision would in fact apply to the conditions of work of all young persons irrespective of age, and the amendment was then adopted without opposition.

The Committee had also before it another amendment, submitted by the United States Workers' member, to add a new paragraph as follows after 14 (c):

(d) Supervising the conditions of work in industry of trainees who spend part time in school and part time at work, and ensuring that the work is suitably restricted, is essentially of an educative character, and that the trainee is not being exploited.

In consequence of a remark made by an Employers' member, the United States Workers' member consented to withdraw from his amendment the words " and that the trainee is not being exploited ". Thus modified, the amendment was adopted without opposition, also the whole of Point 14, as amended and completed.

New Point

Lastly, the Committee had before it an amendment submitted by the Employers' members to add after Point 14 the following new point as 14 A:

Desirability of engaging in propaganda to direct towards vocational and technical education a greater number of the more gifted pupils who leave the primary schools each year.

This amendment was adopted without opposition.

IV. Apprenticeship

Point 15

The Office had proposed the following text for this point:

15. Desirability of a system of regulation of apprenticeship applicable to particular occupations or groups of occupations as circumstances may require:

(a) [illegible]

(b) [illegible]

The Employers' members had submitted an amendment to replace the whole of the Office draft of Point 15 by the following:

Desirability of measures to make apprenticeship more effective in certain occupations or groups of occupations:

(a) by legislation, by regulations, or by decisions of the bodies charged with the control of apprenticeship,

(b) by means of collective agreements;

(c) by other existing forms of apprenticeship

The Employers' members stated that the object of the amendment was to make Point 15 as comprehensive as possible; it should cover all the methods now used in regard to apprenticeship, so that Governments might indicate their preferences more freely and

so as *not to give the impression that there was a desire to restrict* their choice in advance.

The United States Government member declared herself in agreement with the spirit of the Employers' amendment. She was not sure that the Office draft on Point 15 covered the system of organising apprenticeship by collaboration with the occupational organisations of employers and workers, which was in favour in the United States and which that country was not disposed to abandon.

The United States Workers' member and the British Government member spoke to the same effect.

At the suggestion of the representative of the Secretary-General, the proposers of the amendment consented to modify the drafting of paragraph (c) of their text in order more particularly to mention the possible combination of regulation by the authorities and by means of collective agreements Paragraph (c) of the amendment would then read as follows

(c) By a combination of the systems specified under (a) and (b), or by other forms of organising apprenticeship

The text proposed by the Employers' members, thus modified, was adopted without opposition.

The Workers' members had proposed another amendment, to add the following new sub-paragraph:

Desirability of a system under which education in a technical school would be followed by practical training in virtue of a contract of apprenticeship taking account of the time spent in the school

There was no opposition to the spirit of this amendment, but after an exchange of views it was decided to modify the drafting. It was also agreed that the amendment should not be included as an additional sub-paragraph to the text already adopted as Point 15, but that it should be introduced as a separate second paragraph of that point The amendment was then adopted without *opposition* to form point 15 (2), as follows:

Desirability of a system of apprenticeship preceded by training in a technical *school, the duration of which would be taken into account in determining* that of the apprenticeship.

Point 16

The Office text for this point ran as follows:

16 Matters to be regulated

(a) the right of an employer to train apprentices,

(b) conditions of admission to apprenticeship.

(i) minimum age,

(ii) general educational standard required;

(iii) where necessary, examination of physical and mental aptitude.

(c) registration of apprentices;

(d) control of number of apprentices employed;

(e) duration of apprenticeship, including the probationary period,

(f) organisation of tests of competence and issue of certificates on termination of apprenticeship,

(g) designation of the body or bodies responsible for continuous supervision during apprenticeship, in particular as regards:

(i) the observance of the regulations;

(ii) the adequacy of the training

In order to bring the preamble of this point into harmony with the text adopted for Point 15, the Committee decided to draft it as follows: "Matters to which such measures should apply".

The Workers' members had submitted an amendment to substitute the following paragraph for 16 (*a*):

The right and competence of an employer or a trade union, or both, to have and train apprentices

This amendment, which the Employers' members opposed, received 20 votes in favour and 20 against, and was therefore not adopted. The Workers' members had submitted another amendment (in case this should occur) which referred to the same paragraph and ran as follows.

Delete 16 (*a*) and substitute

(*a*) The right and competence of an employer to have and train apprentices

This amendment, also opposed by the Employers' members, was adopted by 32 votes to 20

Point 16 (*b*) (i), (ii) and (ii[illegible]

Point 16 (*d*), on the other [illegible]

members of the Committee [illegible]

might act in a restrictive way and limit the preparation of skilled workers. The United States Employers' member maintained that the number of apprentices should be determined by free play of the laws of supply and demand alone. Other members spoke in favour of the Office text. The French Government member in particular pointed out that the proposed control by no means necessarily implied the fixing of a maximum or of a minimum number of apprentices It was further remarked that the control referred to in 16 (*d*) could be used just as well to encourage as to limit the training of skilled workers; it was in fact an elementary measure for organising the labour market.

Point 16 (*d*), as drafted by the Office, was adopted by 38 votes to 16.

The Workers' members had proposed an amendment to insert a new paragraph as follows *after 16 (d)*:

Transfer of apprentices from one firm to another where necessary to complete training.

During the debate on this proposal, its authors agreed to replace the word "*necessary*" by the word "advisable". The amendment was adopted without opposition in this form.

Point 16 (*e*) and (*f*) were also adopted without opposition

On point 16 (*g*) the New Zealand Government member had submitted an amendment to delete the words " for continuous supervision during apprenticeship " and to substitute " the supervision of apprenticeship ". The mover of the amendment pointed out that supervision should apply, not only to the apprentices during apprenticeship, but to all measures connected with apprenticeship.

After an exchange of views the mover, however, admitted that he had no desire to amend the French text. His proposal related to the English text, in which it was decided to replace " during " by " of ", and which should be re-examined and brought into closer armony with the French

Point 16 (*g*) (*i*) and (*ii*) were also adopted.

Another amendment submitted by the New Zealand Government member was also before the Committee; this proposed to add a new paragraph as follows after Point 16 (*g*):

The method of enforcing the laws or regulations

At the suggestion of the British Employers' member, the mover agreed to modify his text as follows in order to take account of the new drafting of Point 15·

Methods to ensure the enforcement of the Acts, regulations or other measures of organising apprenticeship

The amendment was adopted without opposition in this form and it was at the same time decided to place it in the list as a separate point and not as part of Point 16. It was finally decided to insert it after Point 18 of the list drawn up by the Office.

The Committee also had before it an amendment submitted by the Workers' members to add to Point 16 a new paragraph as follows·

(*h*) suitable opportunity for daytime training

The Chairman pointed out that this question had already been dealt with under Point 12 (*b*), and the amendment was withdrawn.

Lastly, the Committee had before it an amendment proposed by the Danish, Norwegian, and Swedish Government members, as follows.

Add to Point 16

(*h*) form and registration of apprenticeship contracts;
(*i*) how to fix wages for apprentices,
(*j*) wages during periods of sickness,
(*k*) holidays with pay for apprentices.
(*l*) apprentices as members of trade unions

There was a long debate on this amendment. It was argued, particularly by the Employers' members, that the proposed paragraphs (*i*) to (*l*) were outside the scope of the question on the agenda, and that (*h*) could be regarded as already covered by paragraph (*e*) which

Point 20

This point had been drafted by the Office as follows:

20 (1) Organisation of regional, national and international exchanges of students and apprentices who have completed their training so as to enable them to acquire wider knowledge and experience.

(2) Collaboration of the occupational organisations of employers and workers in organising such exchanges

Point 20 (1) was adopted without opposition.
Point 20 (2) was adopted by 39 votes to 10.

Point 21

This point had been drafted by the Office as follows·

21. Qualifications of teachers

(a) Necessity for pedagogical aptitude and knowledge in all teachers responsible for the theoretical or practical vocational training of workers in schools and workshops,

(b) General culture and economic and social knowledge

The Committee had before it an amendment submitted by the British Government member to replace (*a*) and (*b*) of this point by the following text.

(a) Methods of recruiting technical teachers for theoretical and practical subjects

Qualifications required, particularly in respect of industrial experience, and teaching ability, for various types of service,

(b) Methods of training teachers recruited from industry and commerce

(c) Methods of improving qualifications of teachers and of keeping their knowledge up to date,

(i) by refresher courses in industry and commerce;
(ii) by courses in educational institutions for individual teachers,
(iii) by travel and research,
(iv) by short vacation courses for groups of teachers;

(d) Methods of granting financial assistance and other facilities such as sabbatical periods to teachers for the purpose of improving their qualifications,

(e) appointment to part-time positions, as teachers, of persons normally engaged in industry and commerce, by co-operation between industry and educational authorities

The British Government member explained that the object of his amendment was to ensure that technical teachers should have the necessary qualifications He pointed out in particular how valuable it was for teachers to be able to return from time to time to practical work, and to be able to keep their knowledge up to date and to extend it

Paragraphs (*a*) and (*b*) were adopted without opposition.

As regards paragraph (*c*) (*i*), the Swiss Employers' member reminded the Committee that it had adopted, to point 6 (1) (ii),

an amendment which it had then decided to insert in Point 21. The mover of the amendment agreed to replace his text for paragraph (*c*) (i) by that of the amendment in question, which had been drafted as follows:

> Establishment of contacts between the undertakings and the teachers responsible for giving practical training to the schools, with a view, for example, to the realisation of regular refresher periods of work

The Committee supported this proposal

Paragraphs (*c*) (ii), (iii) and (iv) were adopted without opposition.

As regards paragraph (*d*), the mover of the amendment consented to substitute the words "special leave at regular intervals" for the words "sabbatical periods", which might not be intelligible to everybody

Certain employers' members having objected to the text of paragraph (*d*), this was put to the vote and adopted by 54 votes to 8.

Paragraph (*e*) was adopted without opposition.

VI. Vocational Retraining of the Unemployed

The Office had proposed the following text:

> 22 Measures for encouraging unemployed persons over 18 years of age to attend supplementary courses of general and vocational education.
>
> 23 (1) Desirability of admitting unemployed persons over 25 years of age to the vocational training centres referred to in paragraphs 11-13 of the Unemployment (Young Persons) Recommendation, No. 45, of 1935; or
>
> (2) Establishment of special centres
>
> 24 (1) Systemat [illegible]
>
> [illegible]
>
> (3) Meas [illegible]
> vocational [illegible]
> ment of q [illegible]
> allowances
>
> (4) Supervision of the progress of the readaptation, further training or retraining of the worker until placed in normal employment.
>
> (5) Establishment, where necessary, of special committees to be responsible for the duties described in paragraphs (1) to (4).

Referring to the remarks made on this subject in the general discussion by the British Government member the Employers' member proposed that the Committee should not proceed to discuss the vocational retraining of the unemployed but should adopt in this connection a resolution in which the Conference would call on the Governing Body of the International Labour Office

to consider the advisability of placing this question on the agenda of the Conference in the near future. In their opinion this procedure would permit such an important problem to receive the thorough examination it deserved.

The British Government member accepted the adjournment of a study of the problem, since its inclusion in the agenda of the International Labour Conference in the near future as a separate point would enable its discussion to be better prepared. At the same time he suggested that if retraining of the unemployed was to be considered it might be as part of the wider question of the retraining of the adult worker.

Several other Government members expressed the same opinion and, while emphasising that the vocational retraining of the unemployed unquestionably lies within the limits of vocational training in general, and that the unemployed should have the same training facilities as other workers, nevertheless recognised that the proposed procedure had certain advantages in the present circumstances.

The Workers' members, on their side, supported the proposal to adjourn the question and the Committee unanimously adopted a Draft resolution the text of which will be found below; it requests the Governing Body of the International Labour Office to consider the advisability of placing the question of the retraining and readjustment of adult workers on the agenda of a session of the Conference in the near future.

C. *Draft Resolutions*

In conformity with the intention he had expressed during the general discussion, the British Workers' member submitted the following draft resolution on vocational guidance, which the Committee adopted without opposition:

[illegible]

19[illegible] [illegible] called upon to take [illegible]
on [illegible]

de[illegible]
ve[illegible]

After an exchange of views, the Committee also adopted without opposition the following draft resolution on retraining and readjustment the text of which was prepared by the Reporter.

Where[illegible]
litate [illegible]
owing [illegible]
own c[illegible]
[illegible] occupation individuals whose capacity

for work has been red ... persons likely to be unable ev ... occupations, constitutes an ... nical and vocational training;

Whereas the list of points proposed by the Office on the question of technical and vocational education and apprenticeship, which figures on the agenda of the Twenty-fourth Session of the International Labour Conference, considers this problem exclusively from the point of view of the vocational retraining of the unemployed,

Whereas it does not appear advisable to detach the special problem of the retraining of the unemployed from the more general problem of vocational readjustment and retraining,

And whereas it is urgent to supplement the decisions which the International Labour Conference may be called upon to take in 1939 on technical and vocational education and apprenticeship by decisions concerning the whole problem of the vocational readjustment and retraining of adult workers:

The Conference

... International Labour Office to consider the ... e vocational retraining and readjust- ... an early session of the International

D *Statements*

The list of points having been determined, the Committee had still to take note of several statements of a general nature.

The Irish Government member referred to the omission of agriculture from the Office proposals and expressed the view that it would be desirable to extend the study of the problem of vocational and technical traini ... pecial agricultural aspects of this ... or the purpose of such a study, an ... what is being done in order to give vocational training in rural areas a rural bias, and on what should be done in order to systematise this training. Increased attention to this subject, he said, would help, *inter alia*, to counteract the drift to the towns, make those who remain on the land more efficient and enhance their appreciation of work and life in the country.

The United States Employers' member, speaking in the name of the Government and Workers' members from his country, as well as for himself, explained the fundamental principles which served as a background to vocational training in the United States. These principles had been adopted unanimously by a committee of investigation in that country, composed of representatives of employers, workers and public authorities They were as follows:

(1) Interdependence of all phases of vocational education, in which should be included vocational guidance and placing;

(2) Necessity of adequate representation of employers, workers and education authorities, and of their co-operation throughout the entire programme;

(3) The function of the public authorities should be one of fostering the collaboration of employers, workers and consumers and not one of coercion.

(4) The function of the education authorities should be one of service and not of dictatorship;

(5) Specialisation should not begin too early, as it might lead to waste of time and human effort;

(6) The programme should be a flexible one;

(7) Need for a more effective and more extensive general education, which would be a preparation not only for earning a living but for living a life.

During the general discussion the British Government member had pointed out that, in order to ensure the comparability of the replies of Governments to the questionnaire, it would be desirable to draw their attention to two points: the need for exact specification of the manner in which the different measures they recommended should be applied in the various industries, as this would vary from one industry to another; and the need for an exact definition of terms like apprenticeship, education, technical training, etc., which would recur frequently in the replies.

The British Government member gave effect to this intention by submitting the following memorandum, which the Committee decided, at its author's request, to incorporate in its report in immediate proximity to the list of points

Memorandum of the British Government Delegation

I

In many countries it will not be possible to deal with questions on vocational training in general terms. It is, therefore, suggested that, in framing their replies, Governments should have regard to the following considerations:

(1) The circumstances may be very different in different groups of industries, e.g., as between the engineering and the textile industries. Separate replies may, therefore, be needed in such cases.

(2) The training required by the young worker will differ according as it is designed to fit him for one or other of the following categories:

(*a*) the semi-skilled worker who *normally* requires only a short period of training which may be *confined* to a very limited range;

(*b*) the skilled worker who follows some particular trade within an industry and who *requires* a training of wider range and of several years' *duration*, in order that he may acquire not only *manual skill* but also a certain maturity of judgment in relation to his trade.

(c) the young worker who receives a training in several trades, covering a complete industry, or a large section of an industry, and whose ultimate position may be in one of the managerial grades,

(d) the worker who comes to the industry for the first time, after a long education, at perhaps 20 or 22 years of age, who may receive a special form of industrial training.

Commerce may have to be dealt with separately from industry.

II

In replying to the questionnaire, Governments will employ terms which are not always used in an exact sense, and some confusion may arise in interpreting the replies unless such terms are defined. For instance the term " apprentice " has not always the same connotation; the distinction between " technical " and " vocational " is not always clear, and the word " education " is sometimes restricted to instruction given in schools by professional teachers, but is sometimes used with a wider meaning.

We suggest that each country should precede its reply by definitions of the more important terms, especially Apprenticeship, Technical, Vocational, Education; Training

III

In explaining the apportionment of vocational training as between schools and industrial establishments, Governments may wish to distinguish between the following aspects of the training:

(a) the simple ability to perform some operation, such as using a certain tool or machine;

(b) the ability to perform such an operation in the conditions and at the rate required for competitive production;

(c) the scientific study of methods for the performance of various operations,

(d) the wider social and economic aspects of the vocational activities concerned

We make no reference to the physical and general education of the worker, as these subjects do not come properly under the heading of vocational training.

IV

Finally, we should like to take advantage of the opportunity afforded by this and succeeding Conferences to obtain an exchange of views on the general social status, vis-à-vis other forms of higher

education, of vocational education designed as a preparation for specific occupations in industry and commerce. As a rule, a vocational training, including periods of vocational practice, is not recognised as a regular and dignified highway leading to a qualification of [illegible] rank with a university degree attained by other paths. [illegible] significant exceptions, b[illegible] l scholars are not universally accorded the [illegible] educational establishments of other types, and a boy or girl who at fifteen or sixteen years of age enters a course of training for industry or commerce is regarded as embarking on a route which is definitely inferior to the [illegible] by his or her colleagues who remain behind to pursue a [illegible] [illegible] nittee either now or at some future [illegible] social recognition for vocational training of a non-academic kind.

E. Adoption of the report and of the Draft Conclusions

Finally, the Committee adopted the present report, including the draft resolutions which it contains, and also the following Draft Conclusions:

DRAFT CONCLUSIONS

This *Conference*,

Having examined the report submitted by the International Labour Office on technical and vocational education and apprenticeship,

Invites the International Labour Office to consult the Governments on the following points:

I. Form of the Regulations

1. Adoption of one or more Recommendations.

II. General Organisation

2. (1) Necessity of co-ordinating and developing the various official and private institutions which in each country are affected by the work of vocational training on the basis of a general programme taking into account:

(*a*) the occupational, cultural and moral interests of workers, the labour requirements of employers, and the economic and social interests of the community;

(*b*) the development of general education, vocational selection [illegible] d methods of organisa- [illegible] trend of development [illegible] economic policy.

(2) Creation for this purpose of a central advisory body.

(3) Composition of this body.

(*a*) Representatives of the authorities concerned with matters of vocational guidance and training, general education, placing, economic policy, and the protection of the workers' interests;

(*b*) representatives of the various interested parties and in particular of the occupational organisations of employers and workers.

III. Vocational and Technical Education

3. (1) Desirability of providing for all children on reaching a specified age an initiation into occupational life within the framework of the compulsory education system by developing the idea of and the taste for manual work in general and thus ultimately facilitating vocational guidance.

(2) Age of commencement and duration;

(3) Nature of the preparation (kinds of practical work and the importance assigned to it, taking into account the nature of the principal occupations and industries in the district without any vocational specialisation).

4. (1) Desirability of providing special preparation for children intending to become apprentices or to enter a vocational school.

(2) Age of commencement and duration (total or partial inclusion of the period of such training in the period of compulsory school attendance:

(i) if the school leaving age is 14 years;

(ii) if the school leaving age is higher than 14 years).

(3) Character of the preparation (relation between theoretical courses and practical work; degree of specialisation).

(4) Relation between the duration of the preparation in question and the duration of subsequent vocational training.

5. (1) Desirability of full-time vocational education for young workers before they enter employment (giving indications of the cases in which this system is considered appropriate); or

(2) Desirability of part-time vocational education for workers who are already in employment (giving indications of the cases in which this system is considered appropriate).

6. (1) Where vocational training is given before entering employment

(i) performance of practical work under conditions as similar as possible to those of an actual undertaking and under the supervision of persons with practical experience of the trade (workshop schools);

(ii) combination of periods of practical work in an undertaking with periods of training in the school;

(iii) form of economic assistance for young workers attending the courses of training.

(2) Where vocational training is given during employment·

(i) means of ensuring the necessary co-ordination by collaboration between workshop and school;

(ii) provision, in undertakings which find it feasible, of separate workshops specially adapted for the purpose of giving training.

7 (1) Necessity of a network of vocational and technical schools, adjusted as regards number, location, and curricula to the economic requirements of each region or locality and affording the workers adequate opportunities for developing their technical knowledge.

(2) Necessity of admission without fees to vocational and technical schools, and of scholarships, to make it possible for young people who could not otherwise afford it to attend such schools

(3) Measures for counteracting the curtailing of schemes of vocational and technical training in periods of economic depression and financial difficulties.

8 Organisation of courses in several grades adjusted, for each branch of economic activity, to the requirements for training (*a*) journeymen and similar grades; (*b*) staff in intermediate grades; (*c*) managerial staff.

9. Desirability in the interests of young workers that facilities should be given for transfer from one school or grade to another, including access to the higher technical education of a university or equivalent institution.

10. Measures for protecting the future vocational aptitude of the workers, in particular:

(*a*) development of theoretical knowledge;

(*b*) necessity of avoiding excessive or premature specialisation

11. (1) Inclusion of subjects of general and social educational value in all curricula for vocational and technical education of all grades.

(2) Inclusion of domestic science subjects in the vocational education curricula.

12. Organisation of supplementary education.

(a) necessity for institutions sufficiently near to the undertakings to be accessible to workers in employment;

(b) desirability of including in the normal working hours the time spent in attending courses; necessity of this being included in all cases where attendance is compulsory;

(c) adjustment of curricula to the special requirements:

(i) of apprentices;

(ii) of young workers who enter industry at an early age to enable them, in the interests of industry itself, to obtain better posts later;

(iii) of adult workers who wish to acquire a definite technical qualification or to extend or improve their technical knowledge.

13. (1) Desirability of establishing a sufficient number of vocational schools, including domestic science schools, for the occupations which mainly employ women and girls

(2) In all other cases, equal rights of admission for workers of both sexes to all vocational and technical institutions, provided that women and girls are not required to undertake work which they are prohibited by law from performing on grounds of health.

(3) Equal rights for persons of both sexes to obtain the same certificates and diplomas on completion of the same studies.

14. Desirability of collaboration between the competent administrative departments and vocational and technical education institutions, public [illegible]
concer[illegible]
and wo[illegible]
of:

(a) promoting and co-ordinating official and private action in regard to selection, guidance, and vocational training in the locality or region;

(b) supervising the curricula and ensuring that they are adjusted to changes in practical requirements;

(c) supervising the conditions of work in vocational schools of young persons and ensuring that the work done by them is suitably restricted, is essentially of an educative character, and is not intended for commercial profit;

(d) supervising the conditions of work in industry of trainees who spend part time in school and part time at work and ensuring that the work is suitably restricted and is essentially of an educative character.

15. Desirability of directing the attention to vocational training of a greater number of the more capable pupils who leave the primary schools each year.

IV. Apprenticeship

16. Desirability of measures to make apprenticeship more effective in certain occupations or groups of occupations:

(a) by legislation, by regulations, or by decisions of the bodies charged with the control of apprenticeship;

(b) by means of collective agreements;

(c) by a combinaison of the systems provided for by (a) and (b), or by other methods of organising apprenticeship.

(2) Desirability of a system of apprenticeship proceded by a period of training in a technical school, the duration of which would be taken into consideration in fixing the duration of apprenticeship.

17. Matters to which such measures should apply:

A. Questions relating to the organisation of the training of apprentices:

(a) the right and competence of an employer to have and train apprentices;

(b) conditions of admission to apprenticeship;
  (i) minimum age;
  (ii) general educational standard required;
  (iii) where necessary, examination of physical and mental aptitude;

(c) registration of apprentices;

(d) control of number of apprentices employed;

(e) transfer of apprentices from one firm to another where advisable to complete training,

(f) duration of apprenticeship, including the probationary period;

(g) organisation of tests of competence and issue of certificates on termination of apprenticeship;

(h) designation of the body or bodies responsible for continuous supervision of apprenticeship, in particular as regards;
  (i) the observance of the regulations;
  (ii) the adequacy of the training.

(i) form and registration of apprenticeship contracts.

B. Questions relating to wages and holidays for apprentices:

(*a*) how to fix wages, provision for periodical advancement;

(*b*) wages during periods of sickness;

(*c*) holidays with pay;

C. Apprentices as members of trade unions.

18. Representation of the various parties concerned, and in particular of the organisations of employers and workers, on the bodies responsible for the supervision of apprenticeship, or at least collaboration between them.

19. Collaboration of the bodies responsible for the supervision of apprenticeship with the elementary and vocational education authorities, the public employment exchanges, and the labour inspection authorities.

20. Method of enforcing laws, regulations, or other means of organising apprenticeship

V CERTIFICATES; EXCHANGES; TEACHING STAFF

21 (1) Co-ordination and recognition on a national basis of the certificates issued after examination on the termination of vocational education or apprenticeship.

(2) Collaboration of the occupational organisations of employers and workers in the organisation of examinations.

22. (1) Organisation of regional, national, and international exchanges of students and apprentices who have completed their training so as to enable them to acquire wider knowledge and experience.

(2) Collaboration of the occupational organisations of employers and workers in organising such exchanges.

23. Qualifications of teachers:

(*a*) (i) Methods of recruiting technical teachers for theoretical and practical subjects;

(ii) Qualifications required, particularly in respect of industrial experience and teaching ability, for various types of service;

(*b*) Methods of training teachers recruited from industry and commerce;

(*c*) Methods of improving qualifications of teachers, and of keeping their knowledge up to date;

(i) by the establishment of contacts between the undertakings and the teacher responsible for giving practical

training in the schools with a view, for example, to the realisation of regular "refresher" periods of work.

(ii) by courses in educational institutions for individual teachers;

(iii) by travel and research;

(iv) by short vacation courses for groups of teachers.

(*d*) Methods of granting financial assistance and other facilities such as periods of special leave at regular intervals to teachers for the purpose of improving their qualifications;

(*e*)

Geneva, 18 June 1938

(*Signed*) E. MAHAIM,
Chairman:

PIERRE POUILLOT,
Reporter.

B. — DISCUSSION OF THE REPORT OF THE COMMITTEE IN THE PLENARY CONFERENCE

The report reproduced above was discussed by the Conference at its Seventeenth Sitting on 21 June 1938. A full account of the discussion which then took place is to be found in No 28 of the Provisional Record of the Conference

During the course of this debate, a number of speakers called attention to the special importance of the question of vocational training. The Reporter stated that the work of the Committee had shown that vocational training had of necessity to include vocational guidance, preparation for apprenticeship, apprenticeship, vocational and technical education, final training and adult retraining. All these questions formed a single group of problems, the study and solution of which were of considerable interest for the workers, the undertakings and the general economic situation of every country. This unity, however, did not seem to be an obstacle to the special examination of certain aspects of the problem and the Committee proposed that two aspects, namely, vocational guidance and adult retraining, should be studied separately.

Certain speakers stressed the fact that the debate might well be considered as the start of a general movement to reform vocational education throughout the world, for never before had Governments, employers and workers met together to discuss on such a scale the problem of vocational training which, moreover, could only be studied with value by the three groups together.

The Government representative of Brazil pointed out that, according to the conclusions of the report, the question of technical and vocational education was not merely an educational problem but, above all, a social problem which had to be considered within the general framework of labour questions, with which it was closely connected

The British Government representative stated that the rate of technical progress in industry and commerce required that the worker's early training should be as wide and fundamental as possible, so that in later life he might be able, if necessary, to re-adjust himself to changes in industry and to take the fullest advantage of new opportunities as they occurred. He emphasised the desirability for improved co-operation between industry and educational institutions and the need for recognition by industry and the general public of the real value of technical education and, in this connection, drew attention to the problem of the recruitment and training of technical teachers

The Workers' representative of Czechoslovakia referred in particular to the connection existing between vocational training and the organisation of compulsory education, and expressed the opinion that the development of the single school for all children up to 15 years of age would also solve the question of their practical education for a suitable trade. Such a school was an excellent basis for the next stage of education, that of young persons between 15 and 19 years, which might consist of continuation classes for apprentices, vocational and technical education or the higher classes of the secondary school

The Swiss Employers' representative said that the Employers' Group had shown its readiness from the outset to give favourable consideration to the question under consideration, as they recognised it to be of vital interest The Employers' Group had, therefore, willingly co-operated in the work of the Committee, which had been characterised by a real spirit of good-will He was, however, compelled to state that, while approving and even recommending most of the points proposed in the text adopted by the Committee, the Employers' Group could not agree with all of them. The Employers' principal objection, he said, was to the introduction of questions connected with industrial organisation in general, which were entirely foreign to the subject under debate, namely vocational education. Specifically, the Employers' Group took exception to the points concerning control of the number of apprentices, wages (methods of fixing wages and wages during periods of sickness), holidays with pay, the apprentices' right to join [illegible] of the various parties concerne[illegible] isations of employers and worke[illegible] supervision of apprenticeship. [illegible] considered international regulations to be unacceptable. [illegible] Employers' Group would, therefore, be obliged to vote against this part of the report.

This point of view was supported by the Employers' represent-

ative of Canada, who stated that, for the most part, the report of the Committee was, in his opinion, an excellent document, which should lead to good results for all concerned. He, therefore, regretted all the more deeply that points had been introduced in it on which there was a divergence of opinion in the Committee.

The Workers' representative of the United States declared that the Workers' members of the Committee had unanimously decided to vote in favour of all sections of the report of the Committee. Although it had not been possible for the workers to obtain all their objectives, he believed that the points selected for inclusion in the questionnaire to be sent to the Governments represented a highly practical attempt to find an international solution for the question of vocational education.

Finally, the Employers' representative from the United States, speaking on behalf of the employers, the workers, the educators and the public of his country, called the attention of the Conference to the principles approved, after two years' work, by a committee set up in his country to study the question as a whole—principles which he had explained to the Committee and which were embodied in the Committee's report.

Parts I, II, III and V of the conclusions of the report of the Committee were adopted unanimously. Part IV, dealing with apprenticeship, was the object of a record vote and was adopted by 120 votes to 29. The report as a whole was then adopted without opposition.

The Conference subsequently decided, on a record vote, by 110 votes to 0 to place the question of *Technical and Vocational Education and Apprenticeship* on the agenda of its next (1939) Session for the second discussion

III

Questionnaire

I. — FORM OF THE REGULATIONS

1. (1) Do you consider it desirable that the International Labour Conference should adopt a Recommendation concerning technical and vocational education and apprenticeship ?

Or alternatively:

(2) Do you consider it desirable that the International Labour Conference should adopt more than one Recommendation concerning technical and vocational education and apprenticeship ?

(3) In the latter case would you agree that one Recommendation should deal with the points included in Parts II, III, and V of the present questionnaire and that a second Recommendation should deal with the points included in part IV ?

or,

what other arrangement would you propose ?

II. — GENERAL ORGANISATION

2. (1) Do you agree that it is desirable to recommend that the various official and private institutions, which in each country are *affected* by the work of vocational training, should be co-ordinated and developed on the basis of a general programme ?

(2) Do you agree that this programme should take into account:

(*a*) the occupational, cultural and moral interests of workers, the labour requirements of employers, and the economic and social interests of the community ?

(*b*) the development of general education, vocational selection and guidance, changes in technique and methods of organisation of work, the existing position and trend of development in the labour market, and national economic policy ?

(3) Do you consider that, in order to promote this co-ordination and facilitate this development, a central advisory body should be established in each country ?

(4) Do you consider that this body should include:

(*a*) representatives of the authorities concerned with:

(i) vocational guidance and training,
(ii) general education,
(iii) placing,
(iv) economic policy,
(v) the protection of the workers' interests ?

(*b*) representatives of the various interested parties, and in particular of the occupational organisations of employers and workers ?

III. — VOCATIONAL AND TECHNICAL EDUCATION

3. (1) Do you consider it desirable to provide for all children on reaching a specified age an initiation into occupational life within the framework of the compulsory education system, by developing among such children the idea of and the taste for manual work so as to facilitate their future vocational guidance ?

(2) If so, what should be:

(*a*) the age of commencement of such initiation ?

(*b*) its duration ?

(3) What form should this initiation take with regard to:

(*a*) the importance of practical work ?

(*b*) the nature of such work ? In this connection, do you agree:

(i) that it is desirable, in drawing up programmes, to avoid any vocational specialisation ?

(ii) that practical work should nevertheless take into account the nature of the principal occupations and industries in the district ?

4. (1) Do you consider it desirable that children who intend to obtain a vocational education, whether in the form of apprenticeship or of studies in a vocational school, should previously be provided with special preparation of a pre-vocational nature ?

(2) If so, what should be:

(*a*) the age of commencement of this preparation ?

(*b*) its duration ?

(3) (*a*) Do you consider that this preparation may be wholly included in the period of compulsory school attendance:

(i) if the school leaving age is 14 years ?

(ii) or only if the school leaving age is higher than 14 years ?

(*b*) In case of a negative reply to the preceding questions, do you consider that the preparation in question may be *partially* included in the period of compulsory school attendance:

(i) if the school leaving age is 14 years ?

(ii) or only if the school leaving age is higher than 14 years ?

(4) What, in your view, should be the character of the preparation, especially as regards:

(*a*) the relation between theoretical courses and practical work ?

(*b*) the degree of specialisation ?

(5) What should the relation be between the duration of this preparation and the duration of subsequent vocational training ?

5. (1) Do you consider it desirable that young workers should receive a full-time vocational education before they enter employment ? (Would you indicate in which cases, i.e., in which branches of activity and for which classes of workers, such education appears desirable to you ?[1]); or,

(2) Do you consider it preferable that young workers who are already in employment should receive a part-time vocational education ? (Would you indicate in which cases, i.e., in which branches of activity and for which classes of workers, such education appears desirable to you ?[1]).

6. (1) Where vocational training is given before entering employment, do you consider that:

(*a*) the performance of practical work should take place under conditions as similar as possible to those of an actual undertaking and under the supervision of persons with practical experience of the trade (workshop schools) ?

(*b*) periods of training in the school should be combined with periods of practical work in an undertaking ?

(*c*) some economic assistance should be granted to young workers attending the courses of training ? If so, in what form could it be granted ? (e.g. free meals, free transport or reduction in the cost of transport, provision of working, etc.).

(2) Where vocational training is given during employment do you consider that:

(*a*) co-ordination should be ensured by collaboration between workshop and school ? If so, what means would appear the best suited to ensure this co-ordination ?

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. . . ference and which is

(*b*) separate workshops specially adapted for the purpose of giving training should be set up in the undertakings which find it feasible ?

7. (1) Do you consider that it is desirable to recommend the establishment in each country of a network of vocational and technical schools, adjusted as regards number, location and curricula to the economic requirements of each region or locality and affording the workers adequate opportunities for developing their technical knowledge ?

(2) In order to make attendance at vocational and technical schools possible for young people who could not otherwise afford it, do you consider it desirable to recommend:

(*a*) admission without fees to such schools ?

(*b*) the grant of scholarships ?

(3) Do you consider that special measures should be taken to counteract the curtailing of schemes of vocational and technical education in periods of economic depression and financial difficulty ? If so, would you indicate what form, in your view, these measures should take ?

8. Do you consider that courses should be organised in several grades adjusted, for each branch of economic activity, to the requirements for training of:

(*a*) journeymen and similar grades ?

(*b*) staff in intermediate grades ?

(*c*) managerial staff ?

9. Do you consider it desirable that, in the interests of young workers, facilities should be given for transfer from one school or grade to another, including access to higher technical education at a university or equivalent institution ?

10. (1) Do you consider that measures should be taken to protect the future vocational adaptability of the workers ?

(2) If so, do you agree that these measures should, in particular:

(*a*) aim at developing theoretical knowledge ?

(*b*) avoid excessive or premature specialisation ?

11. (1) Do you consider that subjects of general and social educational value should be included in all curricula for vocational and technical education of all grades ?

(2) Do you consider that questions connected with domestic science should be included in the curricula for vocational education ?

12. With regard to supplementary education:

(a) Do you consider it desirable to recommend that the educational establishments should be sufficiently near to the undertakings to be accessible to workers in employment ?

(b) (i) Do you consider it desirable that the time spent in attending courses should be included in the normal working hours ?

(ii) Are you of opinion that such time should be included in the normal working hours at least in all cases where attendance is compulsory ?

(c) Do you consider that the curricula for courses should be adjusted to the special requirements:

(i) of apprentices ?

(ii) of young workers who enter industry at an early age to enable them, in the interests of industry itself, to obtain better posts later ?

(iii) of adult workers who wish to acquire a definite technical qualification or to extend or improve their technical knowledge ?

13. (1) Do you consider it desirable to recommend that a sufficient umber of vocational schools, including schools for domestic science, ould be established for the occupations in which women and girls re mainly employed ?

(2) Do you consider that in all other cases the workers of both sexes ould have equal rights of admission to all vocational and technical hools, provided that women and girls are not required to undertake ork which they are prohibited by law from performing on grounds of ealth ?

(3) Do you consider that persons of both sexes should have equal ights to obtain the same certificates and diplomas on completion of the ame studies ?

14. (1) Do you consider it desirable to recommend that collaboration etween the competent administrative departments and vocational and echnical educational establishments, public employment exchanges, and he organisations concerned, in particular the occupational organisations f employers and workers, should be ensured through local or regional ommittees ?

(2) Do you consider that the duties of these committees should be s follows:

(a) to promote and co-ordinate official and private action in regard to vocational training, selection and guidance in the locality or region ?

(b) to supervise the curricula and ensure that they are adjusted to changes in practical requirements ?

V. — CERTIFICATES, EXCHANGES, TEACHING STAFF

21. (1) Do you consider it desirable to recommend co-ordination and recognition on a national basis of the certificates issued after examination on termination of vocational education or apprenticeship ?

(2) Do you consider that the occupational organisations of employers and workers should collaborate in the organisation of examinations ?

22. (1) Do you consider that regional, national and international exchanges of students and apprentices who have completed their training should be organised so as to enable them to acquire wider knowledge and experience ?

(2) Do you consider that the occupational organisations of employers and workers should collaborate in organising such exchanges ?

23. With regard to the teachers responsible for theoretical or technical vocational training:

(*a*) What in your view should be the methods of recruitment:

(i) for theoretical subjects ?

(ii) for practical subjects ?

What qualifications should be required, particularly in respect of industrial experience and teaching ability, for the various types of service ?

(*b*) What methods should be used for training teachers recruited from industry and commerce ?

(*c*) Do you consider that among the methods of improving qualifications of teachers and of keeping their knowledge up-to-date the following should be employed:

(i) establishment of contacts between the undertakings and the teachers responsible for giving practical training in the schools, with a view for example to the accomplishment of regular " refresher " periods of work;

(ii) courses in educational establishments for individual teachers;

(iii) travel and research;

(iv) short vacation courses for groups of teachers ?

(*d*) (i) Do you consider that measures should be adopted to ensure financial assistance and other facilities for teachers with a view to improving their qualifications ?

(ii) If so, what measures would you suggest ? Should they include in particular the grant of special leave at regular intervals ?

(*e*) Do you consider that persons normally engaged in industry and commerce should be appointed to part-time positions as teachers as a result of co-operation between industry and educational authorities ?